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THE
CORPORATION
of the
TOWNSHIP OF PICKERING
GOLDENBERG COMMISSION SUBMISSION
to the
ROYAL COMMISSION
on
METROPOLITAN TORONTO

Brougham Ontario - January, 1964

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a) Commission Authority:

WHEREAS, by Order-in-Council dated the 20th day of June, 1963 a Royal Commission on Metropolitan Toronto was established to inquire into and report upon the structure, organization, relationships, objectives and achievements of Metropolitan Toronto; and

b) Pickering Council Direction:

WHEREAS, the Council of the Corporation of the Township of Pickering on November 4, 1963 directed that the "Planning Director, Treasurer and Clerk prepare an Educational report, to be submitted to the Goldenberg Commission"; and

c) School Area No. 2:

WHEREAS, the Pickering Township School Area No. 2 has, under date of October 30, 1963, prepared a submission to the Royal Commission on Metropolitan Toronto, which the Council of the Corporation of the Township of Pickering endorses in principle and are desirous of supplementing with a further submission; and

therefore the following is herewith tendered for consideration and such action as is considered appropriate and desirable. In the following submission, only very brief and general comment is made in regard to School Areas

continued

and administration as such is covered in the separate submission prepared by Pickering Township School Area No. 2. In order to properly evaluate the facts and proposals being submitted, a brief background has been included, and Schedule 'A' attached hereto, is a scale map of the Township of Pickering.

SECTION II STRUCTURE and ORGANIZATION

a) Local Administration:

Pickering Township is administered by an elected Municipal Council, on the basis of a two year tenure of office. The Council is composed of a Reeve, Deputy-Reeve and five councillors, one elected from each of five wards into which the Township has been arbitrarily subdivided for administrative purposes.

b) Physical Location:

The Township of Pickering has an area of 70,712 acres, commencing at the north shore of Lake Ontario and extending northerly some 14 miles along the easterly limit of Metropolitan Toronto and the Township of Markham, with a frontage of 9 miles on Lake Ontario, and forms the largest and most populated Township in the County of Ontario with a complete full time municipal staff to augment the policies and directions of the elected representatives. Within the boundaries of the Township are located two self administered municipalities, namely the Village of Pickering and the Town of Ajax.

c) County Assessment:

Effective January 1, 1964, the Township has relinquished control over the Township Assessment to the County of Ontario in the belief and hope that such action will lead

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to a better and fairer assessment to all concerned. Pickering Township is leading the way in Ontario County in this respect as it has done over the years in many other matters.

d) Population:

Of the 1963 population of 21,891, over 15,000 reside in School Area No. 2, being an area of 19 square miles abutting the east limits of Metropolitan Toronto. It is estimated that by 1980 our population will be 57,000, so our growth staging as planned should show about 50,000 persons will live in School Area No. 2. Previous independent surveys support the statement that 87% of the wage earners in School Area No. 2 obtain their employment within the Metropolitan area, not within Pickering Township.

e) Taxation:

The urban area or School Area No. 2 in 1963 carried a mill rate of 85.8 mills of which 51.4 mills were for education, whereas the rural area of the Township had a mill rate of 53.8 mills, of which 30.3 mills were for education. The projected mill rate for School Area No. 2 for the taxation year 1964, is estimated at something over 100 with little or no prospects for cessation of this rapid and overbearing rise. Councils in recent years, in order to curb this constant rise in taxes

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over former years, have been forced to reduce other services so that the school budgets could be met. This situation can only be accommodated for a very limited period without very serious consequences. This rising school mill rate is further aggravated by the inequitable and totally unjustified difference in the Provincial per pupil grant of \$23.50 in Pickering Township compared with a \$42.00 per pupil grant in Metropolitan Toronto.

f) Services:

In addition to the heavy requirements occasioned by urbanization and natural growth for the extension of municipal services, such as water and sewers, the water table within the Township is dropping at an alarming rate. This lowering of the water table is nearing the point of serious concern in all portions of the Township, and is requiring the provision of municipal water into areas not anticipated, in order to forestall a possible health problem. The heavy school construction programme also necessitates the extension of municipal services.

a) County:

Pickering Township forms a major portion of the County of Ontario, having the largest taxable acreage; the largest population and assessment, second only to the City of Oshawa; and the largest street mileage being approximately 15% of the total County. Representation on the County Council is achieved by the Reeve and Deputy-Reeve having seats thereon and active participation in the various committees and boards of the County Council ensures close co-operation. This level of government, it has been stated, is superfluous in the light of modern day mobility, communications and governmental trends, but also fulfills a definite need for co-ordination and guidance in areas such as Ontario County where levels of development in the various parts are widely divergent.

b) Local School Boards:

The Pickering District High School Board administers the three High Schools in the area, with a 1960 enrolment of 1,240 students and a 1963 enrolment of 2,116 students. The Public School system comprises a total of 22 schools with an enrolment of 4,484 students and Separate Schools with 451.

c) Planning Boards:

The Township of Pickering lies within the jurisdiction of four separate and distinct levels of authority with regard to planning and general development matters. Each of these jurisdictions have different levels of authority and interest by statute, but in practice all must consider the same basics and sphere of influence on any matter.

- (i) Starting at the lowest level, or grass roots, the local Township Planning Board has responsibility and regard for the physical, social and economic conditions of the Township as well as the general will of the ratepayers, the specific policies of the elected Council and the influence of all matters before it, on the present and future well being of the Township. Being charged with these responsibilities, the local Board, in practice, has recommendation authority only, to the local Council. The Council, being the voice of the Township, must of necessity reconsider each item placed before it by Planning Board prior to sanctioning its onward transmission. This also, in effect, amounts to recommendation authority only due to the higher levels of approval imposed upon all development procedure.
- (ii) The County level of government is in a position to superimpose additional restraint, restriction, co-ordination or guidance upon the actions of the municipalities within

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its jurisdiction. In the County of Ontario, fortunately, this additional restraint has been minimal, with the Township of Pickering setting the pace and acting as a guide to the other municipalities. On this basis, the County level may be classified as non-active as an existing level, but must definitely be considered in any future or proposed deliberations.

(iii) Pickering Township is one of the 13 "fringe" municipalities comprising the outer ring of the Metropolitan Toronto Planning Area. This membership imposes a further level of restraint without compensation, on the activities of Pickering Township. The authority vested in this level is again one of recommendation only as executive action is possible only where ultimate authority exists.

(iv) The Minister of Municipal Affairs for the Province of Ontario is the first level of authority where executive action is possible and then is within only very narrow limitations. All matters outside of these narrow limits require a further authority to resolve. The powers of the Minister are defined by the Planning Act, R.S.O. 1963, Chapter 296, and therefore are not re-iterated herein.

(v) The pinnacle of authority within the present Provincial structure, in respect to all planning matters, lies with the Ontario Municipal Board and the discretion of its membership. This final or executive authority is

only open to the basic or grass-roots Planning Board after consideration of its proposals by all intermediate authorities, all of whom may only further recommend.

- (vi) With the advent of the Metropolitan Toronto Planning Area, a level of government was imposed which, while having many responsible charges, does not have the ability of implementation and compensation, and thus have assumed a function properly the sphere of jurisdiction of the Provincial authorities and the Community Planning Branch of the Department of Municipal Affairs for the Province of Ontario. Should this "regional" type of Development Authority be desirable, as strong opinion indicates, then possibly the municipal level of Planning Boards should be re-organized into an active and authoritative County level Planning Board.

a) Prerequisites:

Experience in many parts of Canada strongly supports the fact that rapid urbanization of any community leads to financial difficulties unless particular care is taken by the elected body to ensure that development is undertaken in a compact and orderly manner, dictated to, not by outside authorities, statistical projections or dreams, but, by sound tax structure and well-governed and controlled all round development.

b) Purpose and Objective:

The purpose then, of the Township of Pickering, is to develop and provide a well planned and organized, enlightened Township, based upon a sound tax structure and living environment.

a) Transitional Period:

Pickering Township is at present plagued with the transition and growing pains of changing from a rural area and rural thinking to a partially urban and partially rural area with all the problems related thereto, compounded by legislation not suitable to such circumstance. Reference is made primarily to assessment and taxation regulations and the high cost of education in the urban area compared with the more reasonable levy in the rural areas. To further compound this situation, development in Metropolitan Toronto of an industrial and commercial nature enhances their tax structure to a noticeable degree, but imposes "the eating end of the horse", residential development of an urban character upon the "fringe" areas.

b) Population Trends:

<u>Year</u>	<u>Population</u>
1809	180
1850	6,074
1871	6,042
1901	5,211
1921	4,407
1943	5,467
1953	11,045
1963	21,891
Estimated 1980	57,000

c) Relative Position Metropolitan Toronto:

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The Metropolitan concept is one basically of co-ordination but due to its weighty position, in practice becomes a dictatorial and overriding authority to the Township policies. Such items as future development upon which any municipality is critically dependent for its very existence, is dictated by the Metropolitan "draft" Official Plan, which does not provide for any compensation or assistance to alleviate the impact of vast "conservation areas" and very restricted industrial development opportunities thus imposed. This draft Official Plan implies that such financial or other assistance is required and that the form of the Metropolitan government permits such assistance, but the Plan does not suggest either how or when it might occur.

d) Problems:

The Township Council, in progressive stages has regulated development and constantly attempted to satisfy the requirements of to-day in a manner beneficial to tomorrow and achievement of the overall objectives. Industrial development is uppermost in all minds and constantly being encouraged in all manner open to a municipal corporation. At this time of writing, a large deterrent to this necessary industrial development is municipal services. Due to the weight of influence imposed upon Council by the urban dormitory development for residential "city type" services

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by the labour force of Metropolitan Toronto residing in Pickering Township, the industrial services are unable to progress with the required speed desirable. A burden has thus been imposed on Pickering Township such as to retard the only logical solution to the situation now facing it, namely the lack of industrial assessment and its related productivity.

1. That the Pickering Township School Area No. 2 be incorporated within the financial structure of the Corporation of Metropolitan Toronto for educational purposes.
2. That arrangements be studied to supplement the cost of municipal services to that portion of Pickering Township generally comprising School Area No. 2 and embodying the dormitory area of residential development.
3. That the Province of Ontario increase their grant structure to Primary and Secondary schools for the spill-over municipalities where, this dormitory situation prevails, and that the \$42.00 per capita educational grant now made to Metropolitan Toronto be equalized with respect to Pickering Township.
4. That the Municipal unconditional grants be increased in Metro fringe areas for municipalities with over 20,000 population, from 3.75 per capita to 5.50 per capita or equal to that paid in Metropolitan Toronto.

Respectfully submitted,

C. W. Laycox
Reeve
Corporation of the Township of Pickering

